

# LYNCHBURG CITY COUNCIL

## Agenda Item Summary

MEETING DATE: **September 10, 2002**

AGENDA ITEM NO.: **24**

CONSENT:

REGULAR: **X -- TENTATIVE**

CLOSED SESSION:

ACTION: **X**

INFORMATION:

(Confidential)

ITEM TITLE: **Adoption of Comprehensive Plan**

### RECOMMENDATION:

Adopt the draft Comprehensive Plan (dated May 2002), including Addendum No. 5 (dated September 10, 2002).

### SUMMARY:

Following the Council's dedicated work session on the draft Comprehensive Plan this afternoon, Council members indicated readiness to vote on the draft Plan.

### PRIOR ACTION(S):

September 10, 2002: City Council's dedicated work session on the draft Comprehensive Plan

August 13, 2002: Council's Public Hearing on the draft Plan

July 24, 2002: Planning Commission approves draft Plan and certifies it to the Council.

July 10, 2002: Planning Commission's Public Hearing on the draft Plan

June 26, 2002: Citizen Steering Committee votes to approve the draft Plan and send it to the Planning Commission

### FISCAL IMPACT:

None from adoption of the draft Plan.

Implementation program will involve costs, each of which will be discussed with the Council at a later date.

### CONTACT(S):

Judith Wiegand, Strategic Planner, Community Planning & Development Dept.

### ATTACHMENT(S):

Addendum No. 5, dated September 10, 2002—will be handed out at the meeting.

REVIEWED BY: lkp

RESOLUTION

A RESOLUTION ADOPTING A COMPREHENSIVE PLAN FOR THE CITY OF LYNCHBURG.

BE IT RESOLVED that the City Council of the City of Lynchburg hereby adopts the Comprehensive Plan composed of the draft Comprehensive Plan, dated May 2002, and Addendum No. 5, dated September 10, 2002.

Adopted:

Certified:

\_\_\_\_\_  
Clerk of Council

183L



# MEMORANDUM

## The Department of Community Planning & Development

### Planning Division

847-1508

**To:** Members of the City Council  
Kimball Payne, City Manager

**From:** Judith Wiegand, Strategic Planner

**Subj:** Draft Comprehensive Plan Material for Dedicated Worksession

**Date:** September 10, 2002

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In preparation for the dedicated work session on September 10, 2002, during which you will consider the draft Comprehensive Plan, I am enclosing the following materials:

1. A copy of Addendum No. 4, dated July 24, 2002. This is the same Addendum that was distributed to you prior to the Council's Public Hearing on August 13, 2002. It contains all the changes agreed to by the Planning Commission when they approved the draft Plan. Please read it in conjunction with the draft Plan, dated May 2002.
2. A List of Proposed Additional Changes suggested since the Public Hearing. The City Manager and I will ask you to consider each of these changes during the work session.

If, following the work session, few additional changes need to be made, I will incorporate those changes into Addendum No. 5. With Council's support, we would then present the draft Plan to the Council for a vote at your regular meeting that evening.

If you have any questions, please feel free to call or e-mail me.

Thank you for your support during the process of preparing this draft Plan.

## Addendum No. 4

July 24, 2002

This addendum incorporates the additions to and changes in the draft Comprehensive Plan (dated May 2002) made by the Planning Commission as part of the draft Plan approved at the Commission meeting on July 24, 2002. The original draft Plan and this Addendum when read together constitute the draft Plan certified by the Planning Commission to the City Council. This addendum also incorporates those changes made by the Citizen Steering Committee and outlined in Addenda 1, 2, and 3. Those earlier addenda may be discarded.

Please note that corrections of misspelled words, changes in punctuation, and certain other minor changes intended only to improve readability are not included in this list unless they will result in significant changes in the meaning.

Note that the final section of this Addendum is a complete rewrite of Chapter 17, Implementation.

<u>Page</u>	<u>Addition/Change</u>
1-4	“Final Outreach” paragraph: some of these dates will be changed to reflect the new schedule when the final version of the Plan is prepared.
1-5	Under “Plan Organization” at the end of the first paragraph add: “The order in which the Plan elements are presented does not imply any priority or order of importance. It is important for users of the Plan to recognize that all the elements are interrelated.”
2-1	The Vision statement will be rewritten in the future tense. This will eliminate some confusion among readers about the timing of the Vision. Because of its length, the rewritten version is not included here.  At the end of the first paragraph of the vision, add: “These discussions provided the basis for the following description of our community’s future:”  Then, include the following sentence as a separate paragraph (just before the paragraph “A City of Strong Neighborhoods”): “Lynchburg will take pride in being a sustainable community; one that protects and manages its limited natural, historical, and cultural resources in such a way that the community environment which its residents value and which sustains us today will sustain future generations.”
2-3	Under “Plan Goals” at the end of the first paragraph add: “The order in which these goals are listed does not imply any priority or order of importance.”
2-4	In Goal 3 at the top of the page, delete the second “existing,” so it reads: “Goal 3. Resolve existing and potential conflicts between land uses and zoning.”

2-6 Under Parks & Recreation, change Goal 4 to read: “Goal 4. Explore new, different sources of funding to support the parks and recreation program.”

3-1 Change the paragraph under “Total Population” to read:

As recorded in the U.S. Census since the 1830s, the City of Lynchburg grew rapidly during its early years as an important economic hub for central Virginia. The City exhibited steady population growth during the 19<sup>th</sup> and early 20<sup>th</sup> centuries, except during the Civil War years, the national economic slowdown of the 1890s, and World War I. After 1960, however, Lynchburg became a mature city, exhibiting population growth primarily when it annexed new lands. Table 3.1 illustrates this pattern. The City’s population decreased from 1960 to 1970, then increased dramatically from 1970 to 1980, with the 1976 annexation, returning to a slow downward trend from 1980 to 2000. According to the 1984 Lynchburg General Plan, annexation was responsible for 10,557 of the 12,600 people added to the City from 1970 to 1980. The remainder of the population growth, 2103 people, represented a 4% increase.

3-2 Insert after the first paragraph:

It is informative to compare Lynchburg’s population change statistics with other similar cities. Virginia First Cities is a coalition of 14 of the most fiscally stressed cities in Virginia, of which Lynchburg is a member. The group was formed to promote the needs of cities to state overnment. Of these 14 cities, 7 are small to medium size cities with populations between 20,000 and 100,000. Table 3.2 presents population change figures for these 7 Virginia First Cities and Lynchburg.

**Table 3.2: Population Changes from 1990 to 2000 for Selected Cities in Virginia**

	1990	2000	% Change 1990 - 2000
Lynchburg	66,049	65,269	- 1.2
Charlottesville	40,341	45,049	+ 11.7
Danville	53,056	48,411	- 8.8
Hopewell	23,101	22,354	- 3.2
Petersburg	38,386	33,740	- 12.1
Roanoke	96,397	94,911	- 1.5
Staunton	24,461	23,853	- 2.5
Winchester	21,947	23,585	+ 7.6

Source: U S Census

While Lynchburg did not experience the robust growth level of Charlottesville in the last decade, it did not experience a significant decline like that of Petersburg. Lynchburg’s small decline in population was much like that experienced by Roanoke during the decade.

*Revise the table numbers and references to table numbers on pages 3-2, 3-3 and 3-4 so that Table 3.2 becomes Table 3.3, Table 3.3 becomes Table 3.4, Table 3.4 becomes Table 3.5, Table 3.5 becomes Table 3.5 and Table 3.6 becomes Table 3.7.*

- 3-2 In the second paragraph after "...Lynchburg MSA." add a sentence defining the MSA: "The MSA includes the cities of Lynchburg and Bedford, and Amherst, Bedford, and Campbell counties. It is important to recognize, when considering the entire MSA that portions of Bedford County, for example, that are closer to the City of Roanoke may have more in common with that city than with Lynchburg."

The addition in Table 3-2 will be corrected.

- 3-3 In the first paragraph, delete the sentence referring to Randolph-Macon Woman's College.

- 3-4 In the paragraph beginning, "Table 3.6 [which will become Table 3.7] provides...." delete the phrase: "...which largely accounts for the City's decrease in population over

- 3-4 In the first paragraph, insert the following at the end of the second to the last sentence: "as shown in Table 3.8."

Insert Table 3.8 at the bottom of the page:

**Table 3.8: Change in Average Household Size – Lynchburg 1960 to 2000**

	1960	1970	1980	1990	2000
Average Household Size	3.29	2.94	2.60	2.39	2.30

Source: Lynchburg General Plan Update 1990 and US Census

Then add text and Table 3.9:

Some additional comparisons between Lynchburg and the 7 selected Virginia First Cities regarding demographic characteristics are provided in Table 3.9:

**Table 3.9: Year 2000 Demographic Characteristics for Selected Cities in Virginia**

	Density Pop / Sq Mi	Number of Households	Average Household Size	Percent Male	Percent Female	Median Age (Years)	Percent White	Percent Black
Lynchburg	1,322	25,477	2.30	45.7	54.3	35.1	66.6	29.7
Charlottesville	4,390	16,851	2.27	46.7	53.3	25.6	69.6	22.2
Danville	1,124	20,607	2.27	45.5	54.5	40.5	53.9	44.1
Hopewell	2,182	9,055	2.43	46.7	53.3	35.0	62.3	33.5
Petersburg	1,474	13,799	2.38	45.7	54.3	36.9	18.5	79.0
Roanoke	2,213	42,003	2.20	46.9	53.1	37.6	69.4	26.7
Staunton	1,210	9,676	2.19	47.1	52.9	39.8	83.3	14.0
Winchester	2,527	10,001	2.28	48.5	51.5	35.2	82.1	10.5

Source: U S Census

This table shows that Lynchburg is a relatively low density city compared to the other Virginia First Cities. Charlottesville exhibits a high density of 4,390 persons per square mile compared to Lynchburg's 1,322 persons per square mile. Lynchburg's density is similar to that found in Danville and Staunton. Lynchburg's average household size is found in the middle of the range of average household sizes from Staunton's low of 2.19 persons per household to Hopewell's 2.43 persons per household. Many of these cities have a higher median age than Lynchburg, the major exception being Charlottesville, which has a median age almost 10 years lower than Lynchburg's. Racially, the City is very similar to Charlottesville and Roanoke.

3-5 Next to last paragraph, after "City's" add "Computer-aided Mass Appraisal (CAMA)"

3-6 Last paragraph, delete "suburban-style" at the end of the first line.

3-8 First sentence beginning on the page should read: "In addition to its own elementary, middle, and high schools, the City is home to five colleges and universities: Randolph-Macon Woman's College, Lynchburg College, Liberty University, Virginia University of Lynchburg, and Central Virginia Community College."

3-9 Under "Rental Market," At the end of the first paragraph, delete the last sentence

At the end of the second paragraph add: "This deterioration has a negative impact on neighborhoods and the City's tax base."

3-11 Third paragraph. Change: "five-county MSA" to "three-county MSA."

In the paragraph beginning at the bottom of the page and continuing onto the top of page 3-12, delete the words, "For future office demand generated by companies that don't own their space, the City recommends that" and begin the sentence with "Vacant buildings in downtown Lynchburg should be examined to determine...."

- 3-13 In the paragraph beginning “Based on this analysis,” delete the phrase “We suggest that” and begin the sentence with “Areas”. Add “should” after “Comprehensive Plan.” The resulting sentence will read: “Areas identified for future office development in the Comprehensive Plan should include sufficient acreage to accommodate future hotel/lodging uses.”
- Add a sentence at the bottom of the page: “Implementation of a heritage tourism program in the City of Lynchburg and the surrounding area may also lead to an increase in the demand for hotel rooms to serve the needs of those who come to the area to visit our historic and cultural sites.”
- 4-2 Delete the category “Primary Gateway” and list the John Lynch Bridge first under
- 4-8 Add a fourth bullet at the end of the list of three bullets at the very top of the page:
- The pending location of the new federal courthouse and post office on 12<sup>th</sup> Street.
- 4-9 At the end of the paragraph “Crosstown Corridor Study Area” add the sentence: “The City will work with VDOT to ensure that designs for the Crosstown Connector will respect the integrity of park property and the surrounding neighborhoods, as well as the aesthetics of the historic area through which the Connector passes.”
- 4-15 Add another to the first set of bullets, “Standards for public landscape, streets, and utilities in the Historic Districts to enhance their distinctive design.”
- 4-19 In the paragraph beginning “Significant changes in future land use,” after “Expressway.” add two new sentences: “In order to preserve this area as a location for these uses (i.e., light industrial, office, and technology), the City would like to avoid development of smaller retail establishments that could be more effectively located in other areas. An exception would be for small establishments intended to serve business and industry in the Graves Mill Area.”
- 5-13 In Goal 3, delete the second “existing,” so it reads: “Goal 3. Resolve existing and potential conflicts between land uses and zoning.”
- 5-15 Include “neighborhood conservation areas” in Objective 4.D., so the new objective will read: “Objective 4.D. Community Participation. Ensure the active participation of community stakeholders in preparing detailed plans and studies for travel corridors, neighborhood conservation areas, and revitalization areas.”
- 6-3 In the third paragraph under “Benefits to the Real Estate Development Community,” add “mortgage lenders” to the second sentence. The sentence will then read: “These stakeholders include real estate developers, mortgage lenders, project residents, commercial tenants, and members of the surrounding community.”



- 6-8 In the fifth bullet, delete the reference to Virginia Beach's tree ordinance.
- 6-11 In Strategy 5) add "gateways," so that the strategy reads: 5) Restrict the placement of off-site, outdoor advertising (billboards) in the City, especially in or near residential areas, schools, parks, historic sites and districts, scenic areas, gateways, and commercial areas."
- 6-12 Objective 1.E. Add: "4) Ensure that public outdoor lighting in Historic Districts is an appropriate height and of a suitable design.
- 7-1 First paragraph. Change the last sentence of the paragraph to read: "Successful economic development requires cooperation among government, business, educational institutions, and civic organizations.
- Second paragraph. After "...among others." add: " Many of these assets are interconnected. For example, a quality public educational system is an essential prerequisite for a skilled workforce. The importance of Lynchburg Public Schools and Central Virginia Community College cannot be understated as a means of maintaining a skilled workforce."
- Last paragraph. Change "afflicted" to "affected."
- 7-2 Third paragraph. Delete "along with" at the end of the first line, Add "Virginia's" before "Region 2000," and add at the end of the paragraph "and the Lynchburg Industrial Development Authority."

At the end of this section (the bottom of page 7-2), add the following language describing ERA's economic analysis of the three sites:

Also to support the preparation of this Comprehensive Plan, ERA developed and tested an economic impact assessment model. The primary use of this model will be for the evaluation of development proposals that are submitted to the City for consideration. When a proposed program of development for a site is entered in the model, the following potential economic impacts of the proposal are estimated:

- Construction investment
- Temporary construction income / state income taxes during construction
- Permanent new jobs / new annual state income taxes
- Net new annual City property taxes
- New annual retail sales taxes
- New residents
- Retail and restaurant space supported by new employees and residents

Various alternative programs of development can be tested to compare their potential economic impacts and thereby assist the City in making decisions about appropriate land use(s) for sites proposed for rezoning or conditional use permits. In particular, when the program of development is modified to lessen traffic, environmental, or other

community impacts, the resultant change in economic impact can be determined. The model also calculates the percentage of ERA's projected 20-year demand for retail, office, industrial, R & D and hotel/motel space that the proposed development accommodates. This allows the City to understand how its decisions might affect future development potential on other sites. For example, if a development proposed for a "greenfield" site at the edge of the City would accommodate 95% of the projected 20-year retail demand, then that leaves little demand for revitalizing downtown or older shopping centers.

During the comprehensive planning process, the recommended land uses for three key sites in the City were tested using the economic impact assessment model: McConville Farm, Graves Mill business / technology site, and the Plaza Shopping Center. The first two sites are currently undeveloped, while the Plaza Shopping Center site would involve redevelopment. A number of programs of uses were tested and those recommended in this plan were selected so as to generate favorable economic impacts while accommodating reasonable portions of the projected 20-year demand for the various uses tested.

Copies of the economic impact assessment model and the results of its application to the three sites are available in the Department of Community Planning & Development."

- 7-3 Second paragraph, second line. Delete "building" and add "construction," so the end of the sentence reads: "... or demolition and new construction."

Fourth paragraph—dates are incorrect. Change "1950s" to "1960," "1970s" to "1980," and add "big box" after "new" in the sixth line. That sentence will then read, "And, most recently, in the late 1990s, new "big box" retail development....").

- 7-4 Change the first paragraph to read: "In the future, the City faces a number of issues. First the City will work to persuade businesses to locate in the City. If an appropriate City site is not available, then the business will be referred to other sites in the region. As the number of vacant sites, especially large ones, in the City decreases, large parcels in the region will become increasingly attractive to retail developers."

- 7-7 Objective 3.B.5) delete the "or" and add at the end of the sentence "and residential

- 8-2 Under "Context & Recommendations," second paragraph, fifth line. After downtown." add "Attracting additional residents to the downtown is one of the City's

- 8-3 At the end of the introductory paragraph under "Goals, Objectives & Strategies," add: "The reader is encouraged to review that Master Plan for detailed information and recommendations for the Downtown and Riverfront areas."

- 8-5 After Strategy 4), add another strategy: 5) Implement the James Riverwalk as recommended in Section 2.5 of the Downtown & Riverfront Master Plan 2000."

- 9-1 In the first paragraph, change the last sentence to read: “The City must maintain a vibrant economy if the City is to continue to be a leader in the region and the state, and if it is to provide the jobs, products, and services needed by its citizens.”
- 10-5 Add the following words after the word “modernizing” in the third line from the bottom of this paragraph: “and making appropriate upgrades and additions to.”
- 10-6 Change the wording of the second bullet at the top of the page to read: “Enforcing code regulations and supporting increased penalties for property owners who do not maintain their property, as well as continuing to post signs and publish lists of owners of abandoned, dilapidated, or tax delinquent property;”
- 10-7 Objective 1.A.1) Instead of referring to “housing needs,” change to “...to address neighborhood issues and promote the development of housing stock to meet the goals of the City.”
- 10-9 Objective 1.C. 3). Before the “and” add “unattractive parking lots,” and add “and/or affect the City’s tax base” at the end of the objective.
- 10-10 Under Objective 2.A., delete Strategy 2) in its entirety. Renumber the remaining strategies.
- 10-11 Objective 2.D. Rental Housing. Change the text of this objective to read: “Evaluate and address the availability, affordability, and quality of all types of rental housing.”
- 11-6 At the end of the first paragraph under Education, add: “Maintaining and improving the quality of Lynchburg Public Schools is essential because school quality has an impact on so many other aspects of Lynchburg, including the skill level of the workforce, the stability of neighborhoods, and the availability of recreational and educational facilities, among others.”
- In the third paragraph, change “four” to “five” and add VUL.
- 11-8 Under Objective 1.B., delete Strategy 4) in its entirety. Renumber remaining strategies.
- 11-9 Objective 3.A. Add: “6) Adopt new design standards for public utilities, public landscapes, and public streetscapes in Historic Districts that recognize their distinctive nature, support efforts to preserve them, and encourage sensitive redevelopment in the districts.
- 11-10 Add: “Goal 6. Support efforts to improve the quality of Lynchburg Public Schools.”
- 12-2 Water Resource, first paragraph, last line. Change last part to read: “...and extends into neighboring Bedford and Campbell counties.”

- 13-5      Objective 1.E. 4). Delete the last sentence and the parenthetical matter.
- In Objective 1.F., Strategy 1) add “its islands” so that the strategy will read: 1) Prepare a master plan for water recreational use and environmental and heritage interpretation of the James River, its islands, and navigable portions of Blackwater Creek.”
- 13-6/7    Objective 2.B. Delete the second strategy and renumber the remaining ones.
- 13-8      Change Goal 4 to read: “Goal 4. Explore new, different sources of funding to support the parks and recreation program.”
- 14-8      Add: “Objective 5.D. Explore the feasibility of cooperation towards a regional airport to serve Lynchburg and neighboring communities.”
- 16-2      Under “Educational Facilities,” change “four” to “five,” “fifth” to “sixth,” and the
- 16-4      “Library & Museums.” Add a reference to Jones Memorial Library as a private research institution.
- 16-6      Add another strategy: “4) Provide adequate funding and/or personnel to maintain and/or improve the quality of education for Lynchburg Public School students.”
- 17-1      A new Chapter 17 is attached.

## Chapter 17

# Implementation

### Introduction: The Importance of Implementation

The City of Lynchburg Comprehensive Plan presents a vision of what the community will be like in the future and identifies the steps required to move toward that vision. As a long-term guide for the community, the Plan helps City leaders make decisions about the location, scale, and quality of new development; the improvement of neighborhoods and commercial areas; the revitalization of downtown and surrounding historic areas; the extension and upgrade of utilities; and the future of the City's parks, public spaces, and natural areas. One of the first and most important decisions is the choice of projects to be implemented during the first five years. At the end of five years, the plan will be updated and any new developments can be taken into account as the next set of implementation strategies is chosen.

Following data collection and analysis (Phase I) and development of the Vision; Goals, Objectives, & Strategies; Plan Framework Map, and Future Land Use Map (Phase II), the third phase of Comprehensive Planning is implementation—the time when the City begins the Five-Year Implementation Plan.

Following the discussion of priority implementation strategies, this chapter includes information on:

- How to amend the Comprehensive Plan
- What citizens should expect to see as the Comprehensive Plan is implemented and how they should use the Plan
- The Implementation Matrix: An overview of who is responsible for the Five-Year Implementation Plan
- Monitoring implementation—is the City meeting its goals?

### The Third Phase of Plan Preparation: Setting Priorities

#### Implementation Strategies

A Comprehensive Plan, is just that – comprehensive. It includes all the goals, objectives, and strategies needed to achieve its twenty-year vision. However, the City cannot tackle these all at once. It must prioritize its efforts, choosing those implementation strategies most important to work on first. These strategies address pressing current needs or are deemed so important for the City's civic health and success that they must be pursued immediately.

After listening to citizens in public meetings and taking into account all the needs expressed, the City has chosen the following strategies, one from each chapter, to include in its first Five-Year Implementation Plan. They are listed in the order they appear in the Plan, not in order of priority:

1. **Schools.** Support efforts to improve the quality of Lynchburg Public Schools. This goal is listed first because it was frequently cited as having a major impact on so many other aspects of the quality of life in Lynchburg. (Chapter 16, Public Facilities)
2. **Citywide Land Use & Development.** Complete updates and revisions to the City's Zoning Ordinance and Subdivision Ordinance. (Chapter 5)
3. **Design Character & Quality.** Prepare citywide design standards addressing: landscaping/trees, signage, site design, pedestrian circulation, lighting, Crime Prevention Through Environmental Design (CPTED), buffering, and property maintenance. (Chapter 6)
4. **Economic Development.** Prepare a comprehensive citywide strategic plan to guide overall growth, diversify employment, and expand the tax base. (Chapter 7)
5. **Downtown & Riverfront Master Plan 2000.** Implement the Downtown & Riverfront Master Plan, beginning with those projects listed as first priority in the Master Plan. (Chapter 8)
6. **Commercial & Employment Areas.** Promote the improvement and revitalization of commercial corridors and districts while being sensitive to cultural and natural resources and surrounding land uses. Begin by preparing neighborhood-based conservation, stabilization, and revitalization plans for the 5<sup>th</sup> Street and the Plaza-Midtown areas, with other Revitalization Area Plans to follow as identified in the Plan Framework. (Chapter 9)
7. **Neighborhoods & Housing.** Establish a Neighborhood Task Force to develop recommendations for a public or public-private organization to guide the City's efforts in neighborhoods. (Chapter 10)
8. **History, Culture, Education & The Arts.** Ensure the identification, preservation, and sensitive treatment of City-owned historic buildings and sites. (Chapter 11)
9. **Natural Systems.** Manage natural systems to improve the health and enjoyment of future generations. Begin by preparing and using an environmental checklist in reviewing private and public development proposals. (Chapter 12)
10. **Parks & Recreation.** Support implementation of the City's *Recreation Facilities Study and Parks and Recreation Master Plan* (1997). Begin by updating and expanding the a greenway master plan to include the James River Heritage Trail corridor and its associated park properties. (Chapter 13)

- 11. Transportation.** Establish short- and long-term transportation priorities through the development of a comprehensive City Transportation Master Plan. (Chapter 14)
- 12. Public Utilities.** Maintain a comprehensive approach to stormwater management with a focus on addressing regional stormwater issues. Focus on those areas of the City that are experiencing the most problems and coordinate stormwater management efforts with the Combined Sewer Overflow project to avoid aggravating stormwater problems. (Chapter 15)
- 13. Public Facilities.** Provide adequate public facilities and services to support the City's long-range planning goals and objectives. (Chapter 16)

### Remaining Strategies: Next Priority & Policy Guidance

The strategies that emerged during Plan preparation can be classified into three groups: 1) those in the Five-Year Implementation Plan (listed above), 2) those that are the remaining action strategies, and 3) those that provide guidance for policy decisions.

Group 2 strategies are also important. These action strategies will be the next ones to be implemented after Group 1, if funding becomes available unexpectedly, or if one of the top ten strategies is delayed, or if a non-City group decides to undertake one of them. For example, one of the strategies in Chapter 13, Parks & Recreation, is:

- Incorporate historic preservation, cultural landscape preservation, and cultural resource interpretation in plans for historic parks.
  - 1) Catalogue, evaluate, and where necessary stabilize all historic park structures and landscape features.
  - 2) Develop interpretive programs to explain their significance in Lynchburg's history.

Should a group of citizens interested in preservation of historic parks come forward, this strategy would be in place to guide their efforts at restoration of Miller Park, Riverside Park, and other historic parks in the City. Such a group would also be able to seek grant funding to support their work.

The third type of strategy is intended to provide policy guidance for City officials as they make decisions on behalf of the community. An example of this type of strategy, from Chapter 14, Transportation, is:

- Preserve the City's history and protect neighborhoods by maintaining the character of existing road corridors.
  - 1) The following roadways shall not be widened through the addition of lanes or the removal of existing parking lanes to permit increased traffic flow unless no other alternatives can be found and the City Council approves the widening:
    - Fifth Street, from the Lynch Bridge to Memorial Avenue
    - Twelfth Street, from Commerce Street to Fort Avenue

- Rivermont Avenue, from the Blackwater Creek bridge to VES Road
- Boonsboro Road, from VES Road to US Route 501
- Boonsboro Road, from US Route 501 to the western corporate boundary
- Langhorne Road, from Rivermont to Memorial Avenue
- Link Road, from Boonsboro Road to Old Forest Road
- Trents Ferry Road, from Boonsboro Road to the Northern Corporate Boundary
- Memorial Avenue, from Fifth Street to Fort Avenue
- Fort Avenue, from Park Street/Kemper Street to Memorial Avenue

This strategy will guide decisions by the Virginia Department of Transportation (VDOT), as they prepare transportation plans for the Lynchburg area. It will also guide the City Council as they review transportation plans prepared by VDOT or by developers.

## **How to Amend the Plan**

The laws of the Commonwealth of Virginia specify that a locality's comprehensive plan shall be updated at least every five years. This update offers an opportunity to prepare a careful analysis of conditions in the City, revisit the vision to determine whether it remains viable, reexamine the goals and objectives that derive from that vision, and reevaluate what strategies are necessary to reach the vision. Such an update is also the natural time to amend the Plan, as suggested by events and activities since the initial adoption. However, it is possible that, at some time prior to the five-year update, the City will wish to amend this Plan. The initiative to amend may come from City Council, the Planning Commission, or the public. The amendment may be to the text of the Plan, the Future Land Use Map, or both.

Once adopted by the City Council, this Plan may be amended through a process similar to that for adoption. First, a petition for amendment should be made to the Planning Commission. This petition will be reviewed by City staff in the Department of Community Planning and Development, as well as any other affected City departments. Their recommendation(s) for approval or denial will accompany the petition to the Planning Commission.

The Planning Commission will hold a public hearing and make a decision on whether to certify the amendment to the City Council. The Council will then vote on the proposed amendment.

There are several circumstances when an amendment to the Comprehensive Plan may be needed prior to a five-year update:

- As each Revitalization Plan, Corridor Study Area Plan, Neighborhood Conservation Plan, Transportation Master Plan, and other plans contemplated in this Comprehensive Plan are completed, that plan will be adopted by the City Council and be incorporated by reference into this Comprehensive Plan.
- The City has located a site for a new park or public facility that is not currently shown on the Future Land Use Map. The map should be amended prior to the City moving forward with land acquisition or construction.



- A private sector proposal for development or redevelopment is not in conformance with the plan and requires a rezoning or conditional use permit as well. The applicant will need to petition for a plan amendment and the rezoning or CUP. These applications can be handled concurrently.

In reviewing plan amendments, the City will consider the whether the proposal supports the vision, plan framework policies, and goals and objectives of the Comprehensive Plan. Expedient spot amendments that do not support the vision, framework policies, goals, and objectives of this Comprehensive Plan, that are not in the best interests of the City, and that serve only the interests of the property owner will not be considered.

## **What Citizens Can Expect to See & How They Can Use the Plan**

This Plan is intended to guide decisions made by the City Council, Planning Commission, City officials, and City staff. It is the responsibility of concerned citizens to make certain the Plan is being followed—or to amend the Plan. Citizens are encouraged to read and become familiar with the Plan, and to use the Vision, Goals, Objectives, Strategies, Framework Map, and Future Land Use Map to support what they see as the best interests of the City.

## **The Implementation Matrix**

Table 17.1 is a chart showing each of the implementation strategies, what department/agency is responsible for implementing it, and the resources required. The fourth column will contain benchmarks to assist the City in monitoring progress towards implementation of the strategy. As implementation begins, a benchmark or “milestone” will be identified and, when that benchmark has been reached or exceeded, the City will know that the strategy has been successfully implemented.

These strategies are listed in the order of the chapters from which they are drawn; the order in which they are listed here does not indicate any relative importance. In fact, these strategies may be implemented simultaneously.

**Table 17.1: Implementation Matrix**

Implementation Strategy	Location of Strategy	Assigned Agency	Resources / Actions Required	/Milestones
Prepare the Implementation Schedule		Community Planning & Development	a. City Manager oversight b. City agency head participation	
1. Support efforts to improve the quality of Lynchburg schools	Chapter 16	City School Board / City Council	a. Forum for dialogue b. Investment plan c. Capital funding	
2. Revise Zoning & Subdivision ordinances	Chapter 5 Objective 1.A.	Community Planning & Development	a. Dedicated staff assignment b. Zoning legal consultant assistance c. City Attorney participation	
3. Prepare citywide development design standards	Chapter 6 Goal 1	Community Planning & Development	a. Local design & development professionals advisory committee b. Design professional on staff	
4. Prepare comprehensive citywide economic development/redevelopment strategic plan	Chapter 7 Goal 1	Office of Economic Development	a. Economic development consultant assistance b. Funding for marketing and infrastructure investments	
5. Implement Downtown & Riverfront Master Plan 2000	Chapter 8 Objective 2.A.	Community Planning & Development Public Works	a. Coordinate w/ Lynch's Landing b. Determine order of projects c. Identify funding d. Prepare designs/specifications	
6. Commercial Areas: begin by revitalizing the 5 <sup>th</sup> Street and Plaza/Midtown Areas	Chapter 9	Community Planning & Development	a. Dedicated staff assignment b. Coordination with economic development/redevelopment strategic plan preparation c. Prepare revitalization plans	
7. Establish a Neighborhood Task Force	Chapter 10 Goal 1	Community Planning & Development	a. Neighborhood Task Force to establish detailed strategy b. Neighborhood Partnership to implement strategy c. Neighborhood conservation plans d. Seed money for projects	

8. Preserve City-owned historic buildings and sites	Chapter 11 Objective 3.B.	Community Planning & Development	a. Inventory & assessment of resources b. Renovation/rehabilitation plans c. Capital funding	
9. Manage natural systems—begin by preparing environmental checklist	Chapter 12	Community Planning & Development	a. Draft checklist b. Coordinate w/ development community c. Use checklist	
10. Plan and implement a Greenway Program	Chapter 13 Objective 1.E.	Division of Parks & Recreation	a. Citizen advisory committee b. Region 2000 Regional Commission participation c. Comprehensive greenway plan d. Capital funding for land and easement acquisition e. Nonprofit foundation for donations and support	
11. Establish short- and long-range priorities through Transportation Master Plan (TMP)	Chapter 14 Objective 1.A.	Community Planning & Development Public Works	a. Prepare scope for TMP b. Draft TMP c. Coordinate with Region 2000 Reg. Comm. & VDOT d. Adopt TMP	
12. Maintain comprehensive approach to stormwater management	Chapter 15 Goal 3	Community Planning & Development R.E.Lee Soil & Water Conservation District	a. Coordinate project w/ grant b. Identify regulatory needs c. Identify most-affected areas	
13. Provide adequate public facilities to support the City's long-range planning goals	Chapter 16 Goal 1	Office of the City Manager	a. Identify needs based on infrastructure report b. Set priorities & schedule c. Capital funding	
14. Monitor Plan Implementation Progress	Chapter 17	Community Planning & Development	a. Citizen Monitoring Committee b. Planning Commission participation c. Annual report to City Council	

## **Monitoring implementation—Is the City Meeting Its Goals?**

One of the most important aspects of implementation is being certain that each strategy is moving forward; that this Plan has not simply been “put on the shelf.” In response to this concern, the City will establish a committee of citizens similar to the Citizen Steering Committee to oversee efforts to implement the strategies. This committee will report to the Planning Commission on an annual or semi-annual basis.

Each of the implementation strategies will be given a series of milestones or benchmarks so that the City will know when that strategy has been successfully implemented—or can measure how much more must be done before it is complete. These milestones will be identified during preparation of a work program that will guide the implementation of that strategy. The milestones will be chosen by the lead City department or agency, in consultation with the City Manager, the Planning Commission, and the City Council.